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# **Development Fee Update**

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## **Infrastructure Improvements Plan Police Facilities Public Report Review Draft**

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## ■ INTRODUCTION

The City of Tucson collects development fees to offset some of the infrastructure costs associated with growth. The City currently charges fees for four public service categories: street facilities, parks and recreational facilities, fire and police. In order to continue assessing and collecting the fees, the City must comply with Arizona Revised Statute ARS §9-463.05, as amended. Consequently, the City is preparing new development fee studies, project lists, fee schedules, and a City ordinance.

The statute codifies Senate Bill 1525, and includes major changes in development fee assessment procedures and programs. It also provides greater specificity regarding the types of “necessary public services” that can be funded with development fees. Prior to calculating the fees, two studies must be prepared: a land use assumptions report, and an infrastructure improvements plan (IIP) for each fee category. As defined in ARS §9-463.05(T)(5), *“Infrastructure improvements plan’ means a written plan that identifies each necessary public service or facility expansion that is proposed to be the subject of a development fee and otherwise complies with the requirements of this section, and may be the municipality’s capital improvements plan.”*

This report identifies the infrastructure needs for police facilities for a 10-year planning horizon, and provides preliminary fees needed to fund those facilities. The infrastructure needs are based on land use assumptions provided in a companion document. The land use assumptions were used to estimate the amount of new development projected to occur between 2014 and 2024. The amount and type of police infrastructure needed to serve that new development was estimated assuming the same level of police facilities service as is provided to existing development in the City. The preliminary fees provided herein to fund the needed infrastructure will be finalized in a subsequent fee study.

### **Police Facilities - Defined**

The statute identifies what the fees may be used for primarily by stating what they cannot be used for. ARS §9-463.05(B)(5)(b), which identifies fee requirements, states that *“Development Fees may not be used for any of the following: repair, operation or maintenance of existing or new necessary public services or facility expansions.”*

Further, ARS §9- 463.05(T)(7)(f) defines the “necessary public services”, i.e., the facilities and assets which can be included in the Police IIP, as follows: *“[F]ire and police facilities, including all appurtenances, equipment and vehicles. Fire and police facilities do not include a facility or portion of a facility that is used to replace services that were once provided elsewhere in the municipality, vehicles and equipment used to provide administrative services, helicopters or airplanes or a facility that is used for training firefighters or officers from more than one station or substation.”* Also, all facilities for which development fees are collected must have a direct benefit (i.e. a “nexus”) to the new development for which fees are assessed, as indicated below.

## City-Wide Service Area

As defined in ARS §9-463.05 (T)(9), *“‘Service area’ means any specified area within the boundaries of a municipality in which development will be served by necessary public services or facility expansions and within which a substantial nexus exists between the necessary public services or facility expansions and the development being served as prescribed in the infrastructure improvements plan.”*

While the City’s streets and parks and recreational areas development fees are assessed within five separate service areas or benefit districts, fire and police development fees have been and will continue to be assessed on a city-wide basis. This is because unlike streets and parks facilities, which are in fixed locations, there is flexibility in how police and fire services can be allocated throughout the City at any given time, in response to the need. As indicated in the 2007 City of Tucson Impact Fee Study report<sup>1</sup>:

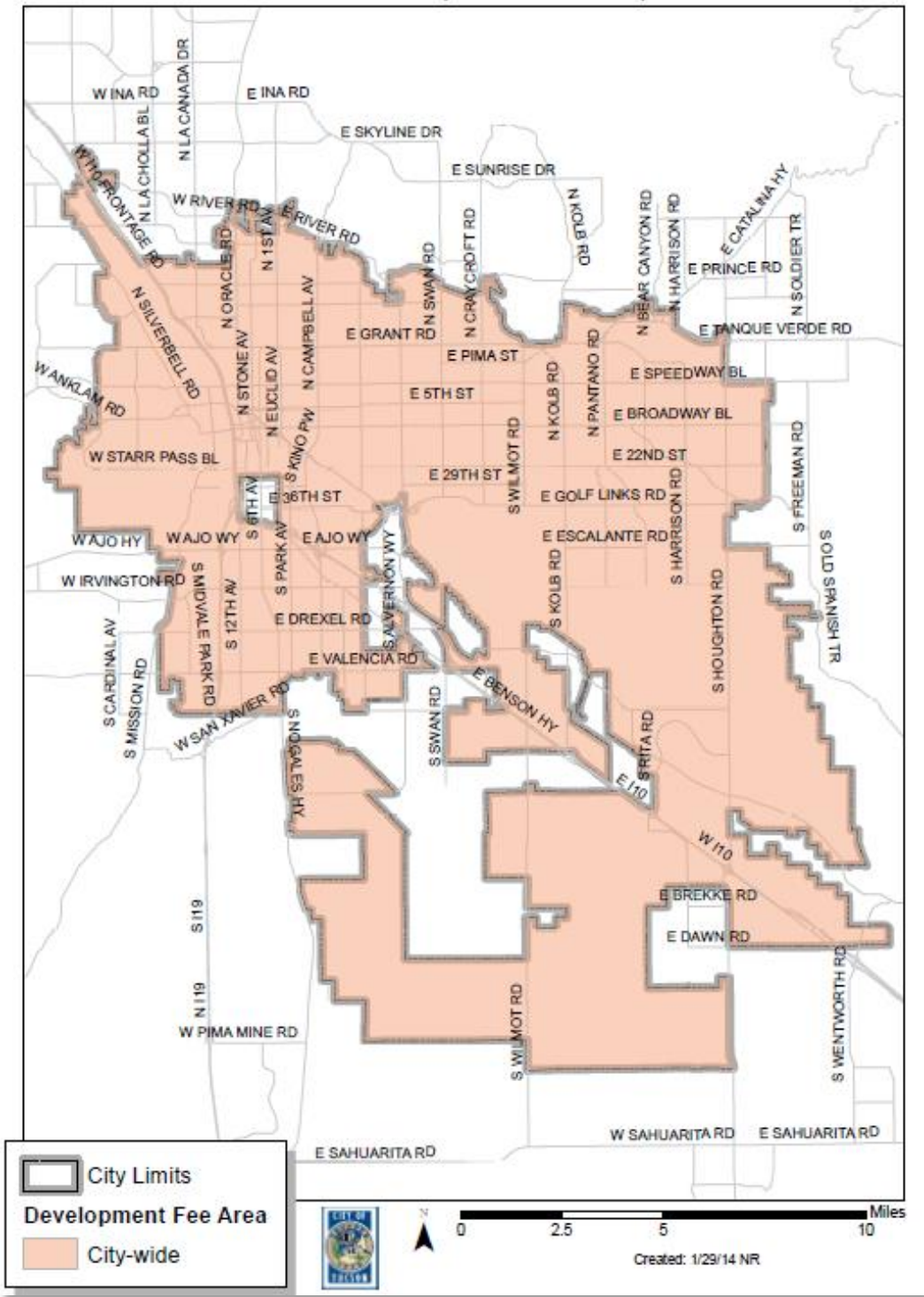
- The City delivers fire and police services through fully integrated systems. This means that as needs arise in one area of the city, resources from other areas of the city can be applied to meet the needs.
- Many centralized facilities exist that serve the entire city.
- The fire and police departments already have facility planning procedures in place that consider new growth and the proper timing, placement, and location of new facilities and equipment needed to serve new development.
- Investment in facilities and equipment in one area of the city can impact an area several miles away, by freeing up capacity at another facility.

The City-wide police service area is shown in Exhibit 1.

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<sup>1</sup> City of Tucson Department of Urban Planning and Design, and Departments of Finance and Budget, May 2007

## Exhibit 1 Police Facilities Service Area



## **Methodology**

This study uses an incremental expansion method to calculate the police facilities development fees, which is the same method as is currently used, i.e., prior to this update. This is a standards-based method in that it establishes the current police service standard, and applies that standard to projected development to estimate future infrastructure needs.

The value of the service standard is estimated by inventorying existing assets, including buildings, land, vehicles and equipment, and assigning a replacement value to each asset type based on current costs, as determined by City staff and professional judgment. This derived value is then adjusted to account for outstanding debt on existing facilities, the current balance of the development fee account, developer fee credits, and the cost of the fee study. The adjusted value is then applied to the projected new development, as defined in the land use assumptions report, to estimate the future demand for police services.

There are several advantages to this approach over general standards-based or plan-based methods. Because the fee is based on the existing service provided by the City rather than a specified service standard, the need to calculate existing deficiencies in the level of service provided is eliminated. Secondly, because this method assigns values for specific assets, it more precisely determines the value of the existing level of service. Finally, this method is more flexible than a plan-based method because the fee is based on the existing level of service rather than the estimated cost of proposed elements in the capital plan. This allows the City to more easily amend projects in the IIP to meet changing needs<sup>2</sup>. Key components of the methodology are discussed below.

## **Proportionate Share, Residential and Non-Residential Development**

Both residential and non-residential development generates demand for police service. Call data from the 2007 *Impact Fee Study: Fire, Police, Public Facilities*, indicate the proportion of calls by land use. Discounting the “undetermined” calls, i.e., those for which the originating land use was undetermined, the proportion of calls responded to by the Police Department was approximately 60% residential and 40% non-residential. The Tucson Police Department has indicated these proportions still apply.

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<sup>2</sup> ARS 9-463-05.D.10 states “...a municipality may amend an infrastructure improvements plan adopted pursuant to this section without a public hearing if the amendment addresses only elements of necessary public services in the existing infrastructure improvements plan and the changes to the plan will not, individually or cumulatively with other amendments adopted pursuant to this subsection, increase the level of service in the service area or cause a development fee increase of greater than five per cent when a new or modified development fee is assessed pursuant to this section. The municipality shall provide notice of any such amendment at least thirty days before adoption, shall post the amendment on its website or on the website of an association of cities and towns if the municipality does not have a website and shall provide notice to the advisory committee established pursuant to subsection G of this section that the amendment complies with this subsection.”

## Residential Fee Rate

It is recommended that the proposed residential fees continue to be assessed on a “dwelling unit” basis rather than on a “square-foot” basis, as is done for the current parks and roads fees (i.e., prior to this update). A per-unit or rooftop fee is easier for customers to understand and calculate, and is common practice among other jurisdictions locally and across the state.

## Uniform Non-Residential Fee Rate

While the City’s streets development fee includes different rates for different types of non-residential development (i.e., office, retail, and industrial, based on data published by the Institute for Traffic Engineers) it is more difficult to similarly quantify the demand for police services based on development type, as detailed data are not readily available. This study assumes the need for police facilities increases linearly as the built environment expands. A uniform police facilities fee rate per 1,000 square feet is recommended for all non-residential development, which is also a common practice for police fees.

## ■ NECESSARY PUBLIC SERVICES – EXISTING NEEDS

For each necessary public service that is the subject of a development fee, ARS §9-463.05(E) requires that the infrastructure improvements plan include the following:

*“1. A description of the existing necessary public services in the service area and the costs to upgrade, update, improve, expand, correct or replace those necessary public services to meet existing needs and usage and stricter safety, efficiency, environmental or regulatory standards, which shall be prepared by qualified professionals licensed in this state, as applicable.”*

*“2. An analysis of the total capacity, the level of current usage and commitments for usage of capacity of the existing necessary public services, which shall be prepared by qualified professionals licensed in this state, as applicable.”*

## Facilities Valuation

Exhibits 2–4 show the existing City of Tucson police facility assets, including buildings and land, vehicles and equipment. The value of existing buildings is \$200,756,445 and the value of land is \$28,749,357 (Exhibit 2). The value of existing vehicles is \$ 24,799,644 (Exhibit 3), and the value of existing equipment is \$11,632,429 (Exhibit 4). The estimated cost of the fee study update is \$35,000. The total facilities valuation is \$ 265,972,875:

Buildings	\$ 200,756,445
Land	\$ 28,749,357
Vehicles	\$ 24,799,644
Equipment	\$ 11,632,429
Fee Study Update	\$ 35,000
<hr/>	
Total	\$ 265,972,875

## EXHIBIT 2 EXISTING POLICE INVENTORY AND REPLACEMENT VALUE – BUILDINGS AND LAND

Building	Structure Sq Ft	Cost/SF	Replacement Cost	Acres	SF/Acre	Total SF	Comp Value/SF (2007 Figure)	Comp Value/SF	Land Value
Police Headquarters	147623	393.3	58,060,126	3.21	43560	139828	40	46	6,432,070
Santa Cruz Substation (Southside)	11007	393.3	4,329,053	8.2	43560	357192	5	5.75	2,053,854
Rincon Substation (Eastside)	28045	393.3	11,030,099	14.22	43560	619423	6	6.9	4,274,020
Hardesty Midtown Substation	43455	393.3	17,090,852	7.43	43560	323651	10	11.5	3,721,984
Westside Police Service Center	60327	393.3	23,726,609	4.46	43560	194278	6.92	7.958	1,546,061
Portion of Public Safety Academy	96680	393.3	38,024,244	70.74	43560	3081434	2.5	2.875	8,859,124
Portion of 911 Call Center	17304	393.3	6,805,663	3.96	43560	172498	5	5.75	991,861
Evidence Storage (Ohio ST)	70000	393.3	27,531,000	3.45	43560	150282	2.5	2.875	432,061
Allen Hall (1750 E Silverlake Rd)	36000	393.3	14,158,800	3.5	43560	152460	2.5	2.875	438,323
			\$200,756,445						\$28,749,357
Total Land and Building	\$229,505,803								

Source: Tucson Police Department

## Exhibit 3 Existing Police Inventory and Replacement Value – Vehicles

Vehicle Type	Number	Cost/Unit	Total Replacement
Patrol Vehicles	503	\$ 40,284	\$ 20,262,852
Unmarked Fleet	222	\$ 20,436	\$ 4,536,792
		<b>Total</b>	<b>\$ 24,799,644</b>

Source: Tucson Police Department



## **Exhibit 4      Existing Police Inventory and Replacement Value – Equipment**

<b>Unit</b>	<b>Replacement Cost</b>
Bomb Squad Equipment	\$113,970
Canine Unit Equipment	\$116,721
Crime Lab Equipment	\$2,313,702
Data Services Equipment	\$4,217,836
DUI Squad Equipment	\$71,187
Motor Unit Equipment	\$26,248
Police Headquarters	\$613,835
Records, Evidence and Identification Equipment	\$2,325,104
Special Investigations Equipment	\$803,598
SWAT Equipment	\$1,030,229
<b>Grand Total Allowable</b>	<b>\$11,632,429</b>

*Source: Tucson Police Department*

### **Credit – Adjusted Facilities Valuation**

For the purposes of calculating development fees, the facilities valuation must be adjusted for applicable credits, as follows. Credit is given for outstanding debt on existing facilities, because new development will help repay this debt. This includes \$10,927,049 in outstanding debt on 1994 and 2000 Bonds. Credit is also given for \$14,919,427 (in current dollars) for federal grants used to purchase police equipment, because this represents outside funding, i.e., City residents didn't pay for these facilities. Credit is also given for the balance of funds in the fee account, which is \$3,532,233. The total credit is \$29,378,709.

#### **CREDITS**

Outstanding debt, existing facilities	\$ 10,927,049
Federal grants , equipment	\$ 14,919,427
Fee fund balance (as of 3/31/14)	\$ 3,532,233
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Total Credits	\$ 29,378,709

## Net Facilities Valuation

The net police facilities valuation is the total facilities valuation of \$265,972,875 minus the total credits of \$29,378,709, which is **\$236,594,166** (see Exhibit 5).

### Exhibit 5 Net Facilities Valuation

Buildings	\$ 200,756,445
Land	\$28,749,357
Vehicles	\$ 24,799,644
Equipment	\$ 11,632,429
Fee Study Update	\$ 35,000
Subtotal	<b>\$ 265,972,875</b>
Credit – outstanding debt	(\$ 10,927,049)
Credit – federal grants	(\$ 14,919,427)
Credit – fee fund balance	(\$3,532,233)
Subtotal	<b>(\$29,378,709)</b>
Net Facilities Valuation, 2014	<b>\$236,594,166</b>

## ■ POLICE SERVICE COST PER UNIT

*ARS §9-463.05(E)(4) requires that the infrastructure improvements plan include “A table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of necessary public services or facility expansions and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial and industrial.”*

The Police Facilities unit costs (i.e., the development fees) for residential and non-residential land uses are shown in Exhibit 6, and are calculated as follows. The socioeconomic data were provided by the Pima Association of Governments, and are consistent with the data in the Land Use Assumptions report.

For residential development, the net value of the police facilities is multiplied by the proportion of calls from residential uses (60% or 0.60). This value is divided by the 2014 population of Tucson (529,962) to get a per capita cost of \$267.86. The per capita cost is then multiplied by the average number of persons per single family residential unit (2.8 persons/HH) to calculate the cost per single family unit, i.e., the police facility cost for one service unit (\$750, rounded). The \$750 cost or net value per service unit established in Exhibit 6 is the “specific level of use” that is used as the basis for the level of service for future development. Similarly, the cost per Condo/Attached unit is the per capita cost multiplied by 1.9 persons per household, which yields \$509, rounded, while the cost per MFR/Apartment/Mobile Home is the per capita cost multiplied by 1.7 persons per household, which yields \$455.

Similarly, for non-residential development, the net value of the police facilities is multiplied by the proportion of calls from non-residential uses (40% or 0.40). This value is divided by the total existing non-residential building area in 1000s of square feet (216,776) to get a cost per 1000 square feet of non-residential building area, or \$437. This number is then divided by the fee per residential service unit (\$750) to get the police service unit multiplier per 1000 square feet of non-residential development (0.58, see Exhibit 6).

## **Exhibit 6      Cost per Unit: Residential and Non-Residential Uses**

### **RESIDENTIAL FEES, PER UNIT**

Net Facilities Value	\$ 236,594,166
Multiply by residential percentage	0.60
Equals residential share	\$ 141,956,500
Divide by Tucson 2014 population	529,962
Equals Residential Cost Per Person	\$ 267.86
<b>SFR fee (also fee per one SU) – multiply per capital fee by 2.8 persons per household</b>	<b>\$ 750.01</b>
<b>Condo/Attached Dwelling Unit fee – multiply per capita fee by 1.9 persons per household</b>	<b>\$ 508.94</b>
<b>MFR/Apartment/Mobile Home fee – multiply per capital fee by 1.7 persons per household</b>	<b>\$ 455.36</b>

### **NON-RESIDENTIAL FEES, PER 1000 SQ. FT.**

Net Facilities Value	\$ 236,594,166
Multiply by non-residential percentage	0.40
Equals non-residential share , rounded	\$ 94,637,666
Divide by total existing nonresidential square footage, sq. ft.	216,776,000
Equals non-residential fee per sq. ft.	\$0.443
<b>Non-residential fee: Cost Per 1,000 sq. ft. non-residential use</b>	<b>\$ 436.57</b>
Divide by fee per residential SU to get SU per 1000 SF non-residential use	0.58

Exhibit 7 shows the existing fees, prior to this update, and the currently proposed fees rounded to the nearest dollar. The changes in residential fees are due to a combination of the increased net facility valuation and changes in the residential multipliers used. The change in the non-residential fee is due to the increased net valuation, which tends to increase the fee, and the comparatively greater increase in non-residential square footage, which tends to decrease fee.

### Exhibit 7 Existing and Proposed Development Fees

Land Use	Existing (2011) Fees	Currently Proposed Fees	Change
SFR	\$543 <sup>1</sup>	\$750	\$207
Condo/Attached Unit	\$543	\$509	(\$34)
MFR, Apartment	\$402	\$455 <sup>1</sup>	\$53
Mobile Home Park	\$466	\$455	(\$11)
Non-Residential Uses, per 1000 Sq. Ft.	\$563	\$437	(\$126)

<sup>1</sup>includes mobile homes

### ■ ESTIMATED FEE COLLECTION, 2014 - 2024

The unit costs are applied to the projected new development, i.e., the projected number of new units of residential and non-residential development, to estimate the police facility fees that will be collected over the 10-year planning period. The projected amount of new development is from the Land Use Assumptions report. Exhibit 8 shows that the total projected police development fee revenues, based on new units, are \$36,130,799 for the ten-year period 2014 – 2024. Exhibit 9 shows the projected fee revenues based on new **service units**, which total \$36,131,128. The difference between the two is due to rounding in the calculations. The number of new service units in Exhibit 9 is obtained by multiplying the projected number of new units by the service unit multiplier for each land use category (see Exhibit 10).

### Exhibit 8 Projected Police Fee Revenues, 2014 – 2024 Projected Number of New Units

Land Use	SFR	Condo/Attached Unit	MFR/Apartment/ Mobile Home	Non-Residential Use, per 1000 Sq. Ft.
Project # of new units, 2014 - 2024	18,373	3,928	8,255	38,007
Fee per unit, Proposed	\$750.01	\$508.94	\$455.36	\$436.57
Estimated fees, 2014 – 2024	\$13,779,982	\$1,999,105	\$3,759,037	\$16,592,675
Total Residential Fees	\$19,538,124			
Total Non- Residential Fees				\$16, 592,675
<b>Total Fees</b>	<b>\$36,130,799</b>			

**Exhibit 9      Projected Police Fee Revenues, 2014 – 2024**  
**Projected Number of New Service Units (SUs)**

<b>Land Use</b>	<b>SFR</b>	<b>Condo/Attached Unit</b>	<b>MFR/Apartment/ Mobile Home</b>	<b>Non-Residential Use, per 1000 Sq. Ft.</b>
Projected # of new SUs, 2014 - 2024	18,373 = (18,373 x 1.0)	2,666 = (3,928 x 0.6786)	5,012 = (8,255 x 0.6071)	22,124 = (38,007 x 0.5821)
Fee per SU, Proposed	\$750.01	\$750.01	\$750.01	\$750.01
Estimated fees, 2014 – 2024	\$13,779,982	\$1,999,189	\$3,758,771	\$16,593,186
Total Residential Fees	\$19,537,943			
Total Non-Residential Fees				\$16,593,186
<b>Total Fees</b>	<b>\$36,131,128</b>			

**EXHIBIT 10 – Police Service Unit Multipliers**

<b>Residential Multipliers</b>		
<b>Residential Land Use</b>	<b>Avg. Household Size</b>	
SFR detached	2.8	2.8/2.8 = 1.0
Condo/Attached Unit	1.9	1.9/2.8 = 0.6786
MFR/Apartment/Mobile Home	1.7	1.7/2.8 = 0.6071
<b>Non-Residential Multiplier</b>		
Fee per 1000 sq. ft. Non-residential use = \$436.57	Fee per SFR = \$750.01	\$436.57/\$750.01= 0.5821

## ■ NECESSARY PUBLIC SERVICES - NEEDS FOR NEW DEVELOPMENT

As required in ARS §9-463.05(E), the infrastructure improvements plan shall include *“A description of all or the parts of the necessary public services or facility expansions and their costs necessitated by and attributable to development in the service area based on the approved land use assumptions, including a forecast of the costs of infrastructure, improvements, real property, financing, engineering and architectural services, which shall be prepared by qualified professionals licensed in this state, as applicable.”*

The police department has provided a 10-year unmet needs list with development fee eligible projects (see Exhibit 11). The Emergency Communications Center expansion, which has been funded jointly by Police and Fire, is nearly completed; only the remaining cost is shown. Exhibit 11 indicates a total of \$38,124,660 in police service facility needs for 2014 – 2024.

This section highlights the greater flexibility afforded by the incremental expansion method of determining the existing level of service and per service unit fee because a change in the list of necessary public services needed to serve new development will not cause a change to the value of the level of service (net facilities value) established in Exhibit 6 or the resultant development fee.

### Exhibit 11    Ten-Year Capital Improvement Plan, Development Fees - Police

Project Name	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	Total
New Vehicles - Added			\$225,000				\$225,000	\$225,000	\$225,000	\$225,000	\$900,000
Vehicle Replacements (every 5 years)							\$225,000				\$225,000
Northeast Substation						\$34,000,000					\$34,000,000
Communications Center Police Only (Joint Project TFD/TPD)	\$2,999,660										\$2,999,660
<b>TOTAL</b>	<b>\$2,999,660</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$34,000,000</b>	<b>\$450,000</b>	<b>\$225,000</b>	<b>\$225,000</b>	<b>\$225,000</b>	<b>\$38,124,660</b>

## ■ PROJECTED REVENUES AND COSTS, 2014 – 2024

The projected revenues and costs are summarized in Exhibit 12. Because the target Police level of service in this study is calculated as a per service unit value, the projected police service needs can be calculated by simply multiplying the sum of the number of new residential and non-residential **service units** (26,050 + 22,124 = 48,174 SUs) by the \$750 fee per service unit (see Exhibit 9). The result is the projected revenue from fees for the 10-year planning period. It is expected that these funds will be available for applicable police service improvement projects from 2014-2024. The fee fund balance is added to the projected revenues to get the projected available funds over the ten-year period, \$39,663,361. This difference between planned costs and available funding is \$1,538,701. In other words, the projected available funds exceed projected costs by \$1,538,701.

**Exhibit 12 Projected Revenues and Costs, 2014-2024**

New SUs	Fee/SU	Projected Revenue 2014-2024	Current Fee Fund Balance	Available Funds, 2014-2024	Planned Costs	% of Planned Costs
48,174	\$750.01	\$36,131,128	\$3,532,233	\$39,663,361	\$38,124,660	1.04

## ■ REVENUE CONSIDERATIONS

Police development fee revenues will be used to purchase new vehicles and equipment and to build new or expand existing police stations and facilities. Projected average annual revenues based on fees set at this level would be slightly more than \$3.61 million per year. This projection is based on the average number of units expected to be built annually over the next 10 years. It is important to keep in mind that this is only an estimate, and revenues will be a function of actual development, which is dictated primarily by market conditions.



# **APPENDIX**

## **List of Preparers**

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